



*PUSHING THE  
FRONTIER  
OF  
GENDER EQUALITY  
in Africa*

**2019 Report of**  
**Gender is my Agenda Campaign (GIMAC)**  
**Using Solemn Declaration Index and Scorecard**

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## FOREWORD

**I**t all started as an idea that performance can be measured, execution can be assessed and African Governments can be held accountable in ensuring that gender equality becomes a development agenda for the 21<sup>st</sup> century as envisioned in the Solemn Declaration on Gender Equality in Africa (SDGEA). This position came at a time when the Member States have recognised the importance of implementation and the fact that without appropriate indicators, progress will be difficult to measure

The design and the application of the Solemn Declaration Score Card (SDSC) and Solemn Declaration Index (SDI) came out of the firm belief that the Gender is My Agenda Campaign (GIMAC) Network cannot engage in meaningful advocacy if progress cannot be measured, gaps identified and good practices celebrated. The SDI was developed in 2012 with technical and financial support from United Nations Economic Commission of Africa (UNECA). After a series of validation exercises, it was applied to generate an Africa-wide assessment report titled “From Adoption to Measurement” which was launched in Kigali, Rwanda in July, 2016 at the margin of the 27<sup>th</sup> Summit of the African Union (AU).

Since the introduction of the SDSC and SDI, a number of positive developments relating to performance measurement have occurred. Some of these include:

1. The African Union Women, Gender and Development Directorate (AUWGDD) had adopted the score card component to assess and reward Member States (MS) performance on the annual theme of the African Union;
2. The Summit of Heads of State has adopted the SDI as a measurement and evaluation tool for the implementation of Agenda 2063;
3. The SDI has also led to the introduction of evidence-based reporting format for MS on the SDGEA which has motivated some MS to produce better and smarter reports;
4. The SDI report has provided new advocacy platform for members of GIMAC working on the various thematic focus of the SDGEA;
5. The SDI, for the first time, assisted GIMAC in conducting

evidence based selection of the winner and recipient of the African Gender Forum Award (AGFA) which went to the Government and people of Namibia in 2018.

All these positive developments connote SDI as an instrument that can be used to push the frontier of gender equality within the Continent. Continuous engagement with stakeholders, especially African Leaders and Heads of State, has been a rewarding experience for African Women in the last fifteen years. While there are more grounds to cover, I am very optimistic that progress will not stop.

I wish to thank AUWGDD, UNWOMEN, UNECA, and our other partners listed in the appendix and members of the Steering Committee of GIMAC who have been using their expertise, knowledge and commitment to promote gender equality. I also thank Dr. Olumide Abimbola Ajayi who continues to lead the task of producing these reports.

I hope that the report will help African Women, Policy Makers, Gender Activists and Women's Movements to continue the good work and ensure that the frontier of progress continues to move until women's participation and leadership are actualised.

**Ms Binta Diop**

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Coordinator, Gender is My Agenda (GIMAC) Network,  
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## LIST OF ACRONYMS

<b>ACHPR</b>	African Commission on Human and Peoples' Rights
<b>AfDB</b>	Africa Development Bank
<b>AGPO</b>	Access to Government Procurement Opportunities
<b>AIDS</b>	Acquired Immuno-Deficiency Syndrome
<b>ALPC</b>	African Land Policy Centre
<b>ART</b>	Anti-Retroviral Treatment
<b>AU</b>	Africa Union
<b>AU/CIEFFA</b>	African Union International Centre for Girls and Women Education in Africa
<b>AUC</b>	Africa Union Commission
<b>AWLN</b>	African Women Leaders Network
<b>CEDAW</b>	Convention and Elimination of all Forms of Discrimination Against Women
<b>CRC</b>	Convention on the Rights of Child
<b>CSO</b>	Civil Society Organizations
<b>DD</b>	Demographic Dividend
<b>DRC</b>	Democratic Republic of Congo
<b>EMTCT</b>	Elimination of Mother to Child Transmission
<b>FAWE</b>	Forum for African Women Educationists
<b>GADIA</b>	Gender and Development Initiative for Africa
<b>GBV</b>	Gender Based Violence
<b>GEI</b>	Girls' Education Index
<b>GEWE</b>	Gender Equality and Women's Empowerment
<b>GIMAC</b>	Gender is my Agenda Campaign
<b>GPI</b>	Gender Parity Index
<b>HI</b>	HIV Index
<b>HIV</b>	Human Immunodeficiency Virus
<b>HLP</b>	Housing, Land and Properties
<b>HR</b>	Human Rights
<b>HT</b>	Human Trafficking
<b>IDMC</b>	Internal Displacement Monitoring Centre
<b>IDPs</b>	Internally Displaced Person
<b>IPU</b>	Inter-Parliamentary Union
<b>LR</b>	Land Rights
<b>MS</b>	Member State
<b>NAP</b>	National Action Plan
<b>NRC</b>	Norwegian Refugee Council

<b>PLWHAs</b>	People Living with HIV/AIDS
<b>REC</b>	Regional Economic Communities
<b>SDGEA</b>	Solemn Declaration on Gender Equality in Africa
<b>SDI</b>	Solemn Declaration Index
<b>SDSC</b>	Solemn Declaration Score Card
<b>STEM</b>	Science Technology Engineering and Mathematics
<b>UNAIDS</b>	United Nations Programme on HIV/AIDS
<b>UNECA</b>	United Nations Economic Commission for Africa
<b>UNMONUSCO</b>	United Nations Organisation Stabilization Mission in the Democratic Republic of Congo (Mission de l'Organisation des Nations Unies Pour la Stabilization en Republique Democratique du Congo)
<b>UNSCR</b>	United Nations Security Council Resolutions
<b>WGDD</b>	Women Gender Development Directorate
<b>WHO</b>	World Health Organisation
<b>WLWHAs</b>	Women Living with HIV/AIDS

## EXECUTIVE SUMMARY

This is the 2<sup>nd</sup> report on the deployment of the Solemn Declaration Index (SDI) for the performance assessment of the Member States (MS) of the African Union (AU) in the implementation of the Solemn Declaration on Gender Equality in Africa (SDGEA). The first report was launched in July, 2016 in Kigali at the margin of the 27<sup>th</sup> Ordinary Summit of the African Union. In this report, the SDI still focused on the generation of three thematic indices on HIV/AIDs, Gender Parity and Girls Education as it was in the first report. The complimentary Solemn Declaration Score Card (SDSC) was used to assess the SDGEA report of 30 Member States whose reports were available to GIMAC at the end of November, 2018. The Grand Index (GI) was also calculated as the geometric mean of SDI and SDSC which assisted in throwing up the high performing countries in this second cycle of the SDI report. The leading countries based on our evaluation are Namibia, Kenya, Zambia, Senegal and Rwanda in that order. Paucity of data and non-availability of some MS reports limited the scope and depth of the report.

One major innovation in this report is the isolation and documentation of some selected good practices that MS have deployed in the implementation of the SDGEA which has produced or are producing gender sensitive impact in favour of women in those countries. The study also accommodated an advocacy document on article 8 of the SDGEA produced by a GIMAC partner; Norwegian Refugee Council (NRC). The objective behind this is to provide advocacy opportunities for GIMAC members, activists and other stakeholders to engage and encourage their Heads of State to adopt these good practices to drive gender equality and rights of women. The good practices are documented in chapter four of this report.

Various analyses carried out in this report showed that progress are being recorded in some areas, however concerted efforts are required in protecting women against the upsurge in Gender Based Violence (GBV), Human Trafficking, Slavery and lack of access to productive resources. The decision-making structures and space both at the AUC and MS level are still heavily skewed in favour of men except in some few cases where legal and policy support had helped African women to climb the ladder of equality in a rapid manner. The post-election reversal in the women representation status in Seychelles calls for the use of appropriate legal

instruments in ensuring sustainability in the promotion of gender equality in Africa.

Giant strides were made in the reduction of prevalence rates of HIV/AIDs in some countries but anti-retroviral treatment coverage for Women Living with HIV/AIDs (WLWHA) is still low when compared to that of men. The girls' enrollment in schools and progression rates have improved but efforts at retaining and integrating pregnant girls back to school system need acceleration and spread across the continent. The preponderance of early child marriage in some countries continue to hinder the collective efforts being deployed to increase access for girls in both primary and secondary schools. Although AU/CIEFFA had developed some programmes to encourage and raise the interest of girls in STEM, a more holistic and continent wide commitment and childhood awareness creation and attention will be required to achieve the desired results.

The report made some recommendations but key ones are summarised below:

1. A joint GIMAC-AUWGDD Advocacy Mission should be raised to:
  - a. Undertake a visit to countries whose response to the commitments made under the SDGEA has been very weak to build their capacity and persuade them to develop appropriate strategies, policies and laws required for the implementation of the SDGEA;
  - b. Engage government and stakeholders of countries serving as source, route and recipients of trafficked women with the aim of developing a legal framework for the rights protection and rehabilitation of female victims;
2. In order for women to enjoy their full rights and be in a position to pursue these rights, it is proposed that a separate Women Rights Commission (WRC) be established as distinct legal entity from the existing Human Rights Commissions (HRCs) because many of them do not focus much on the rights of women.'
3. Convening of a Special Session of the Heads of State of the African Union (AU) on Acceleration of Political Participation of Women through active interventions that will compel Political Parties and Electoral Commissions across the continent to fund and integrate women to the electoral system from the national to local government level.

# CHAPTER ONE

## INTRODUCTION

### 1.0. Introductory Background.

Following the emergence of the Solemn Declaration on Gender Equality in Africa (SDGEA) in 2004, the Africa Union Commission's Women and Gender and Development Directorate (AUCWGDD) under the guidance of the ministers responsible for women and gender developed a reporting framework to assist member states to meet the obligations within the declaration.

The Solemn Declaration Index (SDI) was developed in 2012, by the Gender Is My Agenda Campaign (GIMAC) Network with the support of United Nations Economic Commission for Africa (UNECA), to measure progress being made in the implementation of the SDGEA. This was in response to the fact that the AU's reporting guidelines are weak and need to be strengthened with clear indicators that will make evaluation of both quantitative and qualitative performance possible. Also, the difficult computation process, paucity of data and questionable sources of data makes it difficult for Civil Society Organisations (CSOs) to use many of the indices whose variables are not within the context of SDGEA. As observed in the SDI framework<sup>1</sup>, *“no number of existing targets and indicators can capture the rich diversity and complexity of the issues underpinning the SDGEA, having a specialized and specific index focusing on this will help both government and other stakeholders to monitor the fulfillment of the commitments, as well as mobilize support for stronger efforts in this regard. A Solemn Declaration Index is also needed as a tool to enable better planning and actions”*.

The SDI framework was first used to produce the 2016 report of Gender is my Agenda Campaign (GIMAC) Network. That report was presented to stakeholders, in July 2016 during the 27<sup>th</sup> Summit of the African Union in Kigali, Rwanda, with the following major recommendations (see 2016 SDI Report for all the recommendations):

- I. The African Union Commission (AUC) through the Women, Gender and Development Directorate should adopt the SDI framework for effective performance monitoring of the implementation of the SDGEA in AU Member States.
- ii. The African Union Commission (AUC) and the Regional

<sup>1</sup>The Solemn Declaration Index: Framework of the performance Monitoring Index for the Implementation of the Solemn Declaration on Gender Equality in Africa (SDGEA)



Economic Communities (RECS) need to demonstrate their commitment to gender parity principle in the appointment and promotion of staff into key positions within these institutions. The AUC was enjoined to organize African Gender Parity Conference where strategies and Action Plans can be developed for the expansion of decision making space for African women.

- iii. The conduct of the SDI survey and report generation should take place every three years beginning from 2016 so as to give room for the implementation of recommendations and design of relevant programs based on identified areas of advocacy from previous report.

Since the launch of the SDI Framework, the Assembly of Heads of State had formally adopted Solemn Declaration Index (SDI), as a monitoring tool, through a declaration made during their 25<sup>th</sup> Ordinary Session, 14-15 June, 2015, Johannesburg, South Africa (Assembly/AU/Decl.1 (XXV, Page 6). The Declaration states inter-alia:

*“We commit to systematic data gathering, regular review and progress monitoring of the implementation of Agenda 2063 and its 10-year Action Plan using the Solemn Declaration Index (SDI) developed by GIMAC and United Nations Economic Commission (UNECA).”*

As demonstrated later in this report, the new Chairperson of AUC, H.E. Mr. Moussa Faki Mahamat, had launched and supported initiatives that will promote the ascendancy of women in decision making structures that will be backed up with relevant resources and empowerment programmes.

The GIMAC has also agreed to produce the SDI report once in three years as recommended in the first report and also align her activities with the current AU reform programmes.

As it can be seen therefore, the SDI is gradually becoming a source of inputs for policy changes and reorientation within the continent. One value addition to the current SDI report is the introduction of a chapter on Good Practices for Emulation which is a compilation of successful projects, programmes, policies and strategies that have been adopted by MS in the implementation of the SDGEA. The objective is to provide

an advocacy direction for GIMAC and other Civil Society Organizations (CSOs) working on any of the operational articles of the SDGEA and to spread such good practices across the continent

### 1.1. The SDI Methodology

The construction of the SDI was originally based on three thematic dimensions of Health, Education and Gender Parity. The solemn declaration index is a composite index that measures progress being made in the implementation of the SDGEA.

Other basic features of the SDI methodology are summarized below:

1. An index was generated for each of the three thematic dimensions based on the values of the operative indicators in relation to the obligations and commitments made under each operative article of the SDGEA. The dimension index is calculated and rescaled as the geometric mean of the indicators with a value ranging from 0 (lowest ratio) and 1(highest ratio).
2. Geometric mean was used as against arithmetic mean because different items constitute the components (indicators) being used for the calculations of the dimension index. Same treatment was extended to the computation of the composite index (SDI). The higher the level of implementation of the SDGEA at country level, the higher the dimension index, and the higher the level of implementation as it relates to the thematic focus. It is important to mention that not all the operative articles can be subjected to quantitative estimation although the new reporting format developed by AUWGDD may create room for the use of more quantitative indicators in the nearest future.
3. The indicators selected for the computation of the SDI were based first on the thematic index with high advocacy utility value and opportunity for effective engagement of the MS by the civil society. The second is dearth of data which can be resolved when countries provide their own data.
4. The mathematical expression of the SDI as used in the framework is as shown below:

$$SDI = \sqrt[3]{D1 \times D2 \times D3} \dots\dots\dots \text{(Equation 1)}$$

Where:

D1=HIV Index

D2 = Education Index

D3=Gender Parity Index

$$D_i = \sqrt[n]{P_1 \times P_2 \times \dots \times P_n} \dots\dots\dots \text{(Equation 2)}$$

Where:

I=1, 2, 3;

n ≤3

P=Operative Indicators

5. Complimentary to the Solemn Declaration Index is the Solemn Declaration Score Card (SDSC) which deals with qualitative aspect of the SDGEA and captures the legislative, policy and institutional commitments made by the Heads of State of the AU within the solemn declaration. The SDSC, unlike the index, covers all the 10 country level operative articles as shown in Table 3.
6. The SDSC will be generated as a table showing the performance of Member States in the implementation of the SDGEA. The columns and rows of the score card will carry either 0 Or 1 depending on whether the required action has been undertaken or not as indicated in each of the operative articles of the SDGEA. The score for each country will then be converted into an index based on the expected total score which in this case is 12 as shown below:

**Table 1: Template for Solemn Declaration Score Card**

Thematic Focus	HIV/AIDS	SCR 1325	CHILD SOLDIERS	GBV	HIIMTRAF	GENDER PARITY	HUMAN RIGHTS	LAND RIGHTS	HOUSING RIGHTS	EDUCATION	PROTOCOL	Report	Total Score	Score Card	Index
	1	2	3	4(G BV)	4 (HT)	5	6	7(LR)	7 (HR)	8	9	12	12	1	

**Code:** GBV=Gender Based Violence, HT=Human Trafficking, LR=Land Rights, HR=Housing Rights

The breakdown and definitions of indicators used in the SDSC and SDI framework are as follows:

**Table 2: Definition of Indicators Used for the Computation of SDSC and SDI Framework**

S/N	THEMATIC FOCUS	INDICATORS
1	Health	<ol style="list-style-type: none"> <li>1. The Proportion of Women living with HIV/AIDS (WLWHAs) with access to ARV in the population of women who are living with HIV/AIDs (WLWHAs) (SDI).</li> <li>2. The proportion of women living with HIV/AIDS (WLWHAs) with access to ARV in the population of people living with HIV/AIDS (PLWHAs) with access to ARV(SDI)</li> <li>3. Existence of law that criminalizes the stigmatization of PLWHAs (SDSC)</li> </ol>
2	Peace and Security	<ol style="list-style-type: none"> <li>1. Implementation of National Legislation and Plan of Action for the promotion of and participation of women in conflict resolution and peace building (UNSCR 1325+1820) (SDSC)</li> </ol>
3	Peace and Security	<ol style="list-style-type: none"> <li>1. The Ratification and domestication of the Optional Protocol to the convention on the Rights of Child and/or Domestic Laws on Protection and Involvement of Children in Armed Conflicts (SDSC)</li> </ol>
4	Women's rights	<ol style="list-style-type: none"> <li>1. Existence of laws to protect women and girls from rape and all forms of Gender-Based Violence (SDSC)</li> <li>2. Existence of Law or Legal Instruments Against Trafficking of Women and Girls (SDSC)</li> </ol>
5	Gender Parity	<ol style="list-style-type: none"> <li>1. Existence of laws that promote Affirmative Action/Parity in decision making structures of government (SDSC)</li> <li>2. Proportion of women in the parliament (SDI)</li> <li>3. Percentage of women in ministerial positions (SDI)</li> </ol>
6	Women's Rights	<ol style="list-style-type: none"> <li>1. Existence of functional national mechanisms for the protection of all human rights of women and girls (Legislations, Policies, Programs, access to court and legal services etc. (SDSC)</li> </ol>
7	Land and Housing Rights	<ol style="list-style-type: none"> <li>1. Existence of functional National legislation that guarantee the rights of women to land, property ownership and inheritance (SDSC)</li> <li>2. Existence of National housing law or policy and programs that promote gender equality in terms of access to housing facilities (SDSC)</li> </ol>
8	Education	<ol style="list-style-type: none"> <li>1. Existence of national legislation/policy that guarantee the equal access to education by girls and women (SDSC)</li> <li>2. Girls Progression Ratio from primary to Secondary School (SDI)</li> <li>3. Young Female (15 -24) Literacy Rate (SDI)</li> <li>4. Female enrolment ratio (SDI)</li> </ol>
9	Women's Rights	<ol style="list-style-type: none"> <li>1. Ratification and Domestication of the Protocol (SDSC)</li> </ol>

10	Reporting	1. Submission of Report Since Inception (SDSC)
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**Source:** The Solemn Declaration Index: Framework of the performance Monitoring Index for the Implementation of the Solemn Declaration on Gender Equality in Africa (SDGEA) with slight modification

## 1.2. Report Overview

This 2019 SDI will be divided into five (5) chapters as follows:

**Chapter One** deals with the introduction and provides background information on the SDI methodology as well as definition of all indicators used in its computation.

**Chapter Two** shows the various performances of the Member States using the Score Card and it also gives a summary of various activities embarked upon by the AUC in the year 2017.

**Chapter Three** analyses three thematic indices that constitute the SDI which are HIV/AIDS Index, Gender Parity Index and Girls' Education Index. It also focuses on the composite SDI and the grand index which is the geometric mean of the SDSC and the SDI.

**Chapter Four** contains a synoptic description of good practices isolated from the review of MS reports on the implementation of the SDGEA.

**Chapter Five** details the summary of the outcomes of this study, various recommendations for the stakeholders and a conclusion.

# CHAPTER TWO

## **PERFORMANCE ANALYSIS OF MEMBER STATES OF THE AFRICAN UNION ON SDGEA**

### **2.0. Overview**

This performance analysis is essentially based on the 13<sup>th</sup> report of the AUC Chairperson on the implementation status of the SDGEA within the AUC and the SGEA reports of thirty (30) Member States (MS) whose reports were available and accessed by GIMAC as at November 2018 excluding the report of Algeria whose layout did not follow the articles of the SDGEA.

This chapter is divided into three sections;

- i. Report on the implementation of SDGEA by African Union Commission (AUC)
- ii. Analysis of the Solemn Declaration Score Card (SDSC)
- iii. Status of African Women based on Member States Implementation of SDGEA

### **2.1. 2017/2018 Report of the African Union Commission on the implementation of SDGEA.**

A critical review of the report showed that several strategic measures have been in place to advance the implementation of the SDGEA within the AUC and member states. The success recorded by the AUC was driven by the strategy of gender-balanced politics and leadership through advocacy for women's rights and women's empowerment adopted by the AUC Chairperson, H.E. Mr. Moussa Faki Mahamat. Other factors include constant advocacy for gender parity in the continent, presentation of the gender scorecard awards during the 29th AU Summit and hosting the High Level Debate on ending violence against women in Africa.

The major highlights of the report are summarised below:

1. In order to strengthen the institutional capacity of the AU to deliver on its commitments to gender equality and women's empowerment (GEWE), the WGDD launched the formulation of the gender strategy for the organization and the evaluation of the 2009 gender policy which was based on extensive consultations and document review. This strategy is expected to